

SCHOOL LIFE

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OFFICE OF EDUCATION

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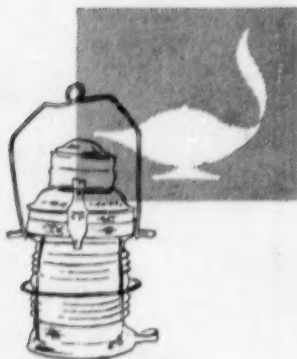
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February 1956

The LAMP



ONE of my favorite passages in Herman Melville's classic, *Moby Dick*, is found in an intriguing chapter called "The Lamp." It is a favorite of mine because it seems to offer reassurance to those who labor in the cause of learning.

On the surface, the passage has to do with whale men

and lamps, but I have emphasized the words which seem to me to contain its essential significance:

"In merchantmen, oil for the sailor is more scarce than the milk of queens. To dress in the dark, and eat in the dark, and stumble in darkness to his pallet, this is his usual lot. But the whaleman, as he seeks the food of light, so he lives in light. He makes his berth an Aladdin's Lamp, and lays him down in it; so that in the pitchiest night the ship's black hull still houses an illumination."

Teachers, to my mind, are not unlike Melville's whalers, in the sense that the pursuit of knowledge also is an occupation that greatly brightens the personal lives of those who engage in it. *"As he seeks the food of light, so he lives in light."* What a heartening motto for all who serve the cause of learning and enlightenment! And yet, how seldom we stop to remind ourselves of that greatest reward we have in our work—living in light.

Imperfect as my light is, it gives me comfort to remind myself that to "stumble in darkness" might be the "usual lot" of many of us if it were not for the fact that we in education seek the "food of light," and thereby keep alive our own lamps of understanding, even "in the pitchiest night."

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EVENTS AND DEVELOPMENTS

of national significance

International Workshop

JUST NOW—from February 11 to February 25—50 leading teachers and school administrators from 9 Central American and Caribbean countries are in Rio Piedras, Puerto Rico, participating in a special teacher-development workshop. Through a series of seminars on the philosophy and principles of American education these educators are pooling their knowledge and experience to seek solutions to some common problems in primary and secondary education.

Besides the participants, who come from Costa Rica, Cuba, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, and Panama, 8 observers are present. These are members of the regular 1955-56 International Teacher Education Program who have just concluded 6 months of observation and study in the United States and who are now returning to their own schools in Cuba, Guatemala, Mexico, Panama, and Nicaragua.

The workshop is being administered by the Office of Education in cooperation with the United States Department of State and the University of Puerto Rico. Arrangements have been made by the Teacher Education Section of the Educational Exchange and Training Branch, Office of Education.

For the Retarded Child

MORE educational advantages for the mentally retarded child—that is the goal toward which a new project in the Office of Education is pointed. Director of the project is

Viola Cassidy, on leave for 6 months from the Ohio State University, Columbus.

Dr. Cassidy's advisory committee has been appointed, to serve through June, and has already met once, on January 23-24. Members are Salvatore G. DiMichael, executive director, National Association for Retarded Children; Elizabeth Kelly, director of special education, public schools, Newark, N. J.; Samuel A. Kirk, director, Institute for Research on Exceptional Children, University of Illinois; Romaine Mackie, chief, Exceptional Children and Youth Section, Office of Education; Herschel W. Nisonger, director, Bureau of Special and Adult Education, the Ohio State University; and Harvey Stevens, Superintendent, State Colony, New Lisbon, N. J.

Education for Disaster

A HANDBOOK on civil defense for use in the schools throughout the United States moved another step closer to completion last month when 30 civil defense coordinators from 20 States and 5 "target-area" cities gathered in Battle Creek, Mich., for a civil defense education conference jointly sponsored by the Federal Civil Defense Administration Staff College and the Office of Education.

One of the big jobs for the conferees, the job that took all their time and attention during the last two days of meetings (January 19-20), was to examine the three preliminary bulletins that had been prepared in the civil defense pilot projects in California, Connecticut, and Michigan—text-

books entitled respectively *Civil Defense for Personal and Family Survival*, *Integrating Civil Defense Into the School Curriculum*, and *Civil Defense in the Classroom*. Appraisal and recommendation by the conferees was one part of the evaluation processes that the publications are now undergoing, another part of which is the actual testing of the publications in actual classroom use. Eventually, what is deemed best in each of the three will be brought together into one publication for distribution to all schools.

The first three days of the conference were spent in considering civil defense preparedness in schools from many angles, to cover both enemy attack and natural disaster—panic, evacuation, communication, shelter, and a dozen others.

For Teachers of Science and Math

THIS summer, selected high school teachers of science and mathematics will have opportunities on 14 college and university campuses to gather for intensive exploration of the professional challenge that faces them. Their tuition and basic expenses will be paid by grants from the National Science Foundation; stipends will vary from campus to campus.

Plans for these summer institutes have been worked out between each of the 14 educational institutions and a committee in Washington composed of representatives of the American Association for the Advancement of Science, Science Clubs of America, Inc., the National Science Foundation,

and the Office of Education. Office representatives are John R. Rackley, deputy commissioner of education and acting assistant commissioner for research; Kenneth E. Brown, specialist in mathematics; and Ellsworth S. Obourn, specialist in science.

Teachers who want information on an institute in astronomy, chemistry, mathematics, or the natural sciences may write to one of the following: For astronomy, William A. Calder, Agnes Scott College, Decatur, Ga.; for biology, Shelby D. Gerking, department of zoology, Indiana University, Bloomington, or Loren C. Petry, department of botany, University of Missouri, Columbia (the latter, for an institute to be held at the University of Utah, Salt Lake City); for chemistry, L. O. Binder, Jr., department of chemistry, Montana State College, Bozeman; for mathematics, Henry Van Engen, department of mathematics, Iowa State Teachers College, Cedar Falls, or Donald E. Richmond, department of mathematics, Williams College, Williamstown, Mass.; for natural science, L. F. Bailey, department of botany, University of Arkansas, Fayetteville.

Teachers interested in physical science, physics, or science in general may write to one of these: For physical science, Keith C. Johnson, department of chemistry, American University, Washington, D. C., or Donald C. Martin, department of physics, Marshall College, Huntington, W. Va., or Ralph T. Overman, special training division, Oak Ridge, Tenn.; for physics, Howard R. Anderson, University of Rochester, Rochester, N. Y., or Marsh W. White, department of physics, Pennsylvania State University, University Park (the latter, for an institute to be held at the University of Wyoming, Laramie); for general science, Paul C. Bailey, department of biology, Alabama College, Montevallo, or William H. Powers, arts and science extension, Pennsylvania State University, or H. B. Goodrich, department of biology, Wesleyan University, Middletown, Conn.

Institutes will be held at the colleges

and universities named, except in the two cases explained in parentheses.

Facts—and an Error

WHEN the Office of Education *Fall 1955 Statistics on Enrollment, Teachers, and Schoolhousing in Full-Time Public Elementary and Secondary Day Schools* comes off the press in final form, sometime this month, it will revise the figures presented in the preliminary report in December. This is how some of them will read:

- Enrollment: 30,532,166, an increase of 3.8 percent over the fall of 1954.

- Number of classroom teachers: 1,135,930, an increase of 6.5 percent.

- Number of teachers with substandard credentials: 77,554, an increase of 3.7 percent.

- Number of pupils in excess of normal capacity of accessible publicly owned school plants in use: 2,262,434, a decrease of 3.2 percent.

- Number of classrooms scheduled for construction during the year: 67,098, an increase of 11.8 percent.

And this brings us to the correction of an error *School Life* made in its report of the preliminary statistics (December 1955, p. 7). In estimating what the scheduled classroom construction would do to relieve overcrowding, *School Life* stated that, in addition to taking care of next year's increase in enrollment (estimated at 1.3 million pupils), the new classrooms would accommodate "only about 50,000 of the pupils who now overcrowd their classrooms." *School Life* had dropped a cipher: it should have said, "only about 500,000."

End of a Term

FOR 242 visiting educators from 40 countries, this month marks the end of a 6-month grant in teacher education in the United States. From February 13 to 23 these visitors have been in conference in Washington, joining with specialists and program officers in the Office of Education to evaluate their recent experiences and studies. They are also being inter-

viewed by the Voice of America and the international news press; and on February 23, the closing day of the 1955 International Teacher Education Program, they will be awarded their certificates.

The 6 months have been full. After orientation courses in Washington last fall, the grantees dispersed, in groups of about 20, to 10 college and university centers across the country, where they spent 3 months in study. Since January 4 they have been assigned individually to selected school communities in 24 States to observe and receive further training. Together, they have visited more than 6,000 public and private schools and as many communities in the 48 States and have made more than 8,000 talks to business and professional organizations.

VOD Winners

FROM more than 1 million contestants in this year's national Voice of Democracy contest, the judges have selected 4 winners: Jan Hogendorn, Oskaloosa High School, Oskaloosa, Iowa; Gabriel Kajeckas, Gonzaga High School, Washington, D. C.; Dennis P. Longwell, Herrin Township High School, Herrin, Ill.; and Isabel Marcus, Teaneck High School, Teaneck, N. J. This is the second straight year that the honor has gone to an Oskaloosa student.

This week the four are in Washington as guests of the sponsors—the National Association of Radio and Television Broadcasters, the Radio-Electronics-Television Manufacturers Association, and the United States Junior Chamber of Commerce. At a luncheon on Washington's birthday each receives a \$500 scholarship check; Bradshaw Mintener, assistant secretary, Department of Health, Education, and Welfare (DHEW), is presenting the awards.

One of the judges of the contest, which is endorsed by the Office of Education and the Department of Secondary School Principals, National Education Association, was Herold C. Hunt, under secretary, DHEW.



Our Educational System

MESSAGE FROM THE PRESIDENT TO THE CONGRESS
JANUARY 12, 1956

FOR several years now our educational system has been the object of intensified appraisal.

Signs of heartening progress have come to light. Among these are classroom construction at a higher rate than ever before; teachers' salaries increased in many communities; the number of small, uneconomical school districts reduced; substantially more young people preparing for the teaching profession; private gifts to higher education at new heights; support of education at all levels greater than ever before.

Encouraging as these advances are, they are not enough to meet our expanding educational needs. Action on a broader scale and at a more rapid rate is clearly imperative.

We still do not have enough good classrooms for our children. There is insufficient emphasis on both short-range and long-term research into the core of educational problems. We need examination and study, from a broad viewpoint, of the increasing needs of higher education. These lacks are magnified by an ever-increasing stream of student enrollment and the increasing complexity of modern society.

THE WHITE HOUSE CONFERENCE ON EDUCATION

Two years ago the Congress approved my recommendation of a program to direct nationwide attention and action to our educational problems and opportunities. As a consequence, more than 4,000 State and local conferences were held throughout 1955. The White House Conference on Education, the first such conference in our history, was held last November. The work of the conferences has aroused the Nation. The final report of the White House Conference Committee should receive wide and serious attention.

Benefits already are apparent. About half a million people across the Nation, representing all segments of life, came to grips with the problems of education. The status of American education—where it is; the future of American education—where it should and can go—have been

illuminated as perhaps never before. Most important of all, there has been a reawakening of broad public interest in our schools. The conferences helped to erase the corroding notion that schools were the other person's responsibility.

In our society no firmer foundation for action can be laid than common understanding of a problem; no more potent force can be devised for assailing a problem than the common will to do the job. For the improvement of our educational system, the people themselves have laid the foundation in understanding and willingness.

THE NEED FOR FEDERAL AID IN MEETING THE CLASSROOM SHORTAGE

The responsibility for public education rests with the States and the local communities. Federal action which infringes upon this principle is alien to our system. But our history has demonstrated that the Federal Government, in the interest of the whole people, can and should help with certain problems of nationwide scope and concern when States and communities—acting independently—cannot solve the full problem or solve it rapidly enough.

Clearly this is the kind of situation we face today in considering the school-classroom shortage. In the war and postwar periods school construction was drastically curtailed by shortages of materials. And then schools were filled to overflowing by the largest, most rapid enrollment increase in history. Today hundreds of thousands of children study under overcrowded conditions, in half-day or doubled-up school sessions, or in makeshift buildings not designed as schools. Further, many classrooms in use today are obsolete, inadequate—and each year more rooms become so. School enrollments will continue to increase rapidly over the years ahead—and this will require still more classrooms.

Against this backdrop of needs, States and communities are substantially increasing their classroom construction. But many communities simply do not have available lo-

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EDUCATION *and* RESEARCH

A 10-point program of cooperative research is formulated by the Office of Education for 1956-57

THE debt we owe to research is illimitable. Research has banished superstition and welcomed health, has shortened distance and lengthened life, has reduced risk and increased productivity. No matter what the progress, it has come to us because in every generation men and women devoted to the truth have acted on their faith that those who seek will find.

But seeking is not ended and research yet has far to go. Everywhere we are beset by questions that we cannot answer and by problems that we cannot solve. Especially are we thus beset in the world of education, where research hitherto has not been so assiduously engaged in or so generously supported as in the world of physical science.

AUTHORITATIVE information is being sought about education at every level. Federal agencies, national associations in commerce and industry, professional groups, State departments of education, local school districts, citizens groups—all are demanding more facts.

The extent to which the Office can satisfy this demand is the extent to which it can fulfill its basic obligations. Because research is the only way to get at the facts, the Office has formulated a cooperative research program for the coming fiscal year. It is directed by John R. Rackley, deputy commissioner of education and acting assistant commissioner for research, with the help of Alice Y. Scates.

The program has taken shape under authority granted by the 83d Congress, Public Law 531. Under that

law the Commissioner is permitted "to enter into contracts or jointly financed cooperative agreements with universities and colleges and State educational agencies for the conduct of research, surveys, and demonstrations in the field of education."

The Commissioner's first step was to consult with specialists within the Office, asking them to identify what they considered to be the most pressing problems.

Next, in accord with the law, he sought the advice of educational research specialists "competent to evaluate proposals as to the soundness of their design, the possibilities of securing productive results, the adequacy of resources to conduct the proposed research, surveys, or demonstrations, and their relationship to other similar educational research already completed or in process."

AREA A

Conserving and Developing Human Resources

- +PROJECT 1. Education of the mentally handicapped.
- PROJECT 2. Development of special abilities of students.
- PROJECT 3. Educational aspects of juvenile delinquency.
- +PROJECT 4. Retention and continuation of students in schools and colleges.

AREA B

Housing and Staffing the Nation's Schools

- +PROJECT 5. Staffing the Nation's schools and colleges.
- +PROJECT 6. College buildings—present status and future needs.

**COOPERATIVE
RESEARCH PROGRAM**
proposed by
Office of Education
for fiscal year 1957

AREA C

Educational Implications of Expanding Technology and Economy

- PROJECT 7. Implications of expanding technology for vocational education.
- PROJECT 8. Educational problems resulting from population mobility.
- PROJECT 9. Educational needs of low-income rural families.
- PROJECT 10. Educational uses of television.

+Projects on which the Office is doing research in the current fiscal year.

Early in 1955 he invited five specialists in educational research to be his advisers: Frank Hubbard, director, Research Division, National Education Association; Erick L. Lindman, professor of school administration, George Peabody College for Teachers; Willard C. Olson, dean, School of Education, University of Michigan; J. Cayce Morrison, director, Puerto Rican Study, New York City; and H. H. Remmers, director, Division of Educational Reference, Purdue University.

At their first meeting, February 14-15, 1955, they organized into the *ad hoc* Research Advisory Committee, with Dr. Morrison as chairman. Subsequently they have held two meetings, on October 11 and on January 6-7. At their last meeting they

drew up a plan for a permanent committee of nine members.

Others outside the Office who have advised the Commissioner in formulating the program have been J. E. Butterworth, professor emeritus, Graduate School of Education, Cornell University; Samuel A. Kirk, professor of education, University of Illinois; Herschel W. Nisonger, director, Bureau of Special and Adult Education, the Ohio State University; John J. Lee, dean, Graduate School, Wayne University; Walter W. Cook, dean, College of Education, University of Minnesota; and J. W. Tilton, acting chairman, department of education, Graduate School, Yale University.

Now, after a year of planning and consulting, 3 major areas for

research have been agreed on, and within these areas 10 major projects have been proposed. These, all shown in the chart on the preceding page, make up the cooperative program that the Office proposes.

These areas and projects have been identified within the Office, with the assistance of advisory groups. But in the future, it is hoped, suggestions will come from many parts of the country. All that is required of a project is that it meet three criteria. First, it must be expected to have a demonstrable value to education within a reasonable time. Second, it must be concerned with a problem in which progress has been delayed by wide gaps in knowledge. Third, it must have significance for the country as a whole.

CURRENT RESEARCH IN THE OFFICE

FOUR research projects now in progress in the Office of Education may be considered as preliminary to the proposed broad program of cooperative research that is presented on these pages. In fact, the four basic problems for which the Office projects were developed are included in the program.

Education of the mentally handicapped is a research area with high priority. We are said to have approximately 1 million children thus handicapped and 2 million to 4 million adults. For nearly all of them, education can make life more full and productive.

For this segment of our population the Office is continuing a study that has been going on since 1952 with the advice of leaders in special education from all over the country. Two State departments of public instruction—in Kansas and Wisconsin—have

loaned members of their special-education staffs to hasten the completion of two publications scheduled to appear this spring: one is devoted to the competencies needed by teachers of mentally retarded children; the other, to the training of such teachers, from the standpoint of college programs and instruction. These publications are only part of a series reporting on the study.

Financial assistance to students is an aspect of the large problem of how to retain students in school. Data show that many students who are capable of finishing high school do not do so, and that an even larger number capable of finishing college do not even enter.

On the basis of considerable evidence that financial reasons loom large in nearly every decision to leave school, the Office is undertaking a study of financial assistance that is

available to students in higher education. By the end of the year it plans to have surveyed the literature on financial assistance to college students and prepared an annotated bibliography, made a survey of scholarships and fellowships provided through colleges and universities and by State and local governments, written a handbook on available scholarships, and prepared a plan for a series of institutional case studies of scholarship programs.

The Commissioner has appointed an advisory committee of 5 college and university administrative and student-aid officers to consult with Office staff in charge of the project.

Staffing the Nation's schools and colleges is the single most serious problem in education today. It promises to continue to be so for the next 10 years.

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AFTER 5 YEARS . . .

*2 laws have provided nearly \$900,000,000
to help build and operate schools*

TWO LAWS provide for Federal aid to school districts that feel the impact of Federal activity in their vicinities. They are Public Laws 874 and 815, both passed in September 1950 and now half-way into their sixth fiscal year.

For the 5 fiscal years that lie behind, the Congress has appropriated nearly 900 million dollars to make those laws serve their purposes. What has been accomplished with the funds is the subject of a report submitted this month to the Congress by the Commissioner of Education, who is charged with administering the laws.

PUBLIC Law 874 authorizes Federal contributions toward the operating costs of public elementary and secondary schools in districts that feel the Federal presence in one or more of these ways: As a loss of revenue through the tax-exempt status of Federal properties; or as added school costs either (1) because of the attendance of children who live on Federal property or whose parents are employed on such property or (2) because of a sudden and substantial increase in school enrollment growing out of Federal-contract activities.

In every year since the law was passed, the number of eligible school districts and the amounts to which they are entitled have grown, and the size of the appropriation has increased:

Year	Eligible districts	Entitlements (Millions)	Appropriation (Millions)
1950-51..	1,171	\$29.7	\$29.1
1951-52..	1,762	47.8	51.6
1952-53..	2,212	57.7	60.5
1953-54..	2,524	71.9	72.3
1954-55..	2,683	75.2	75.0

The entitlements for 1954-55 exceeded the funds appropriated by approximately \$165,000. Consequently it was necessary to prorate the final payments to eligible districts at 99.5 percent of their entitlements.

Entitlements are based on approximately 910,000 "federally connected" children in average daily attendance. But, since the recipient districts may use the Federal funds for all current operating expenses, all the pupils attending those schools—6 million of them—are benefited. The districts receiving assistance last year enrolled about one-fifth of all elementary and secondary pupils in the Nation.

In the first 5 years of the law the Federal contribution per federally connected child has risen 29 percent,

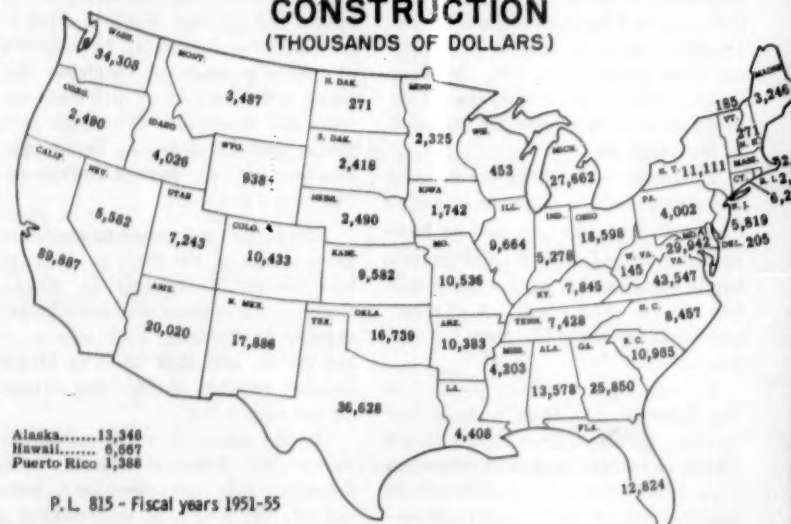
from an average of \$58 in 1950-51 to \$75 in 1954-55.

"Federal payments in 1954-55," says the report, "constituted on the average about 5 or 6 percent of the total operating budgets in the eligible districts, whereas the federally connected children who were counted for entitlement purposes constituted approximately 16 percent of the school children in the eligible districts."

The report tells of a study carried out in 1955 to compare federally affected school districts with other districts. "School districts receiving assistance under Public Law 874," it concludes, "seem to be growing in attendance at about twice the rate of other districts throughout the country. At the same time, per-pupil expenditures in federally affected districts have been increasing at a faster pace than those for the Nation as a whole. In 1950-51 the average per-pupil cost in all federally affected districts was \$178; in 1955 it amounted to \$241.50, an increase of approximately 36 percent. [The national average in 1950-51 was \$224; in 1954-55 it probably approximated \$280—an increase of 25 percent.]"

FEDERAL FUNDS FOR FEDERAL CONSTRUCTION

(THOUSANDS OF DOLLARS)



In measuring the effects of the law, the Office of Education's Division of School Assistance in Federally Affected Areas reports that the law has aided eligible districts to keep up with the increasing needs of their rapidly expanding school populations. At the same time, State and local funds in the affected districts have increased in even greater proportion to meet the growing educational expenses.

Public Law 874, which was first enacted for 4 years, has been extended twice—to June 30, 1956, by Public Law 248, and to June 30, 1957, by Public Law 382.

PUBLIC LAW 815 provides funds for building schools in areas affected by Federal activities. Unlike Public Law 874 it does not yield easily to a year-by-year measure of what has been done under it. Rather, its data of accomplishments are cumulative.

The law has four titles: For the purposes of this discussion, Title I can be ignored, for it deals with another aspect of school facilities entirely. Title II covers the school-construction program for the 2-year period for

which it was first enacted—to June 30, 1952. Title III covers it for the two extensions that the law has since been given (to June 30, 1954, by P. L. 246, 83d Cong., 1st sess., and to June 30, 1956, by P. L. 731, 83d Cong., 2d sess.). Title IV, which was added by Public Law 246, provides for assistance to school districts educating large numbers of children (most of them Indians) who live on tax-exempt Federal property. First enacted to extend to June 30, 1955, Title IV was subsequently extended to June 30, 1956, by Public Law 382, 84th Congress, first session.

Under Title II the appropriation was \$341,500,000. In 740 school districts receiving funds 1,222 construction projects were approved: 584 new schools (420 elementary and 164 secondary); 587 additions; and 51 auxiliary projects. As of August 31, 1955, all but 84 of these had been completed and were in use; the others were rapidly nearing completion. In addition to these projects in local educational agencies, 99 projects were approved for children who live on Federal property and for whom no local agency is able to provide facilities.

These projects will provide 1,280 classrooms for 36,381 children; all but 15 have been completed. Still another accomplishment under Title II is the construction of 20 completed temporary projects—almost all near atomic energy installations—for approximately 8,833 children.

The appropriation for Title II was not adequate to pay all the entitlements under it—in fact, it was \$99 million short. The 83d Congress, therefore, in its second session, appropriated \$55 million more (P. L. 357) to pay about 60 percent of the amounts still due. Under this law, 405 districts reapplied for their remaining entitlement on 503 eligible projects. For 307 of the projects the districts requested reimbursement; the other 196 projects were new construction.

Under Title III the total appropriation is \$217 million, including \$4.5 million left over from Title II (of the total, \$20 million has been reserved for Title IV). As of last August, 445 applications had been found eligible for assistance under the first extension of Title III; and 340 under the second extension, with final action yet to be taken on 33 applications. The 934 projects approved under these applications will provide 7,708 classrooms for 230,359 children. As of the end of last August, 88 were finished; of 389 others under way, 257 were close to completion. Forty-four projects on Federal property also have been approved, and 12 projects for temporary facilities.

Under Title IV, 80 school districts, most of them in Oklahoma, New Mexico, Montana, Arizona, and Minnesota, have been found eligible for assistance. At the end of last August \$16,102,900 had been allotted to 91 projects for housing 18,645 pupils.

More than Federal money has gone into the projects that have been constructed under Public Law 815. Local school districts not only have borne the cost of sites and off-site improvements, but also have contributed funds to the extent of \$210 million—about 30 percent of project costs.

GENERALLY IMPACTED AREAS

MAINTENANCE & OPERATION (THOUSANDS OF DOLLARS)



GUIDANCE and STUDENT PERSONNEL SERVICES

*In a rapidly developing phase of education
the Office provides a national service*

GUIDANCE and student personnel services have come into existence within the past 30 years. More recently these services have become identified with educational institutions, where their growth has been rapid. The growth has occurred both through the expansion of services that already existed and through the initiation of services in schools that had never had them before. What is more, it has taken place at all levels, from the elementary school to the college and university.

Why this sudden growth of guidance and student personnel services in the schools? No one answer can be given to the question, for many factors have contributed to the development. The complexity of the machine age, with the accompanying impact it has made on the lives of people, has been one influence. Another has been the rise of the mental health movement, which is based on a philosophy that makes guidance and student personnel services a necessity.

The increase in the number and kinds of courses now offered in both high school and college poses problems of choice on which the student of today needs more than casual as-

sistance. And decisions, even those in college, are not final but are subject to change as occasion rises. For example, the selection of a college major presents problems in which decisions must be made sooner or later. A graduate in law may become a practicing lawyer; but he finds that he also meets the academic requirements for an FBI agent. He may have several opportunities offered for employment and must make his own decision as to the one most appealing or most practical.

Whether the problem has its origin in the home, the school, or society, the end product of all the motivating forces, however, has been an emphasis on understanding the individual and developing an educational program that will meet his needs.

It is, of course, the aim of the entire educational process to assist the individual in attaining his maximum development. Although the teacher must assume major responsibility for this development, it is not reasonable to expect him to be competent in a field that has become technical.

For it has become technical. Counseling techniques such as

standardized tests, rating scales, sociometrics, interest inventories, and other techniques for appraising the capacities of the individual have become the necessary tools of the field. And the effective use of these tools requires special training.

Compared to the other established disciplines, guidance and student personnel work is a recent field and is still experiencing unavoidable growing pains. There are not enough specialists being trained to meet the demand for counselors. There is still a controversy as to the type of preparation that specialists should have. Organization and administration problems are ever present. Even the lack of a standardized nomenclature presents many difficulties.

But because the trend in the use of guidance and student personnel services has been persistently upward, there is every reason to believe that the demand for these services will increase in the future. The problems of our times—the growth of juvenile delinquency, the disturbing transitions that go with automation, the complexity of life in general—all call for counselors who understand both the problems and us.

A PROGRAM as comprehensive and diversified as guidance needs many agencies and groups to help in the solution of problems. It is for this reason that the Office of Education has established its Guidance and Student Personnel Section.

This Section, a part of the Division of State and Local School Systems, has the responsibility of working with

guidance and student personnel programs at all educational levels. At present the professional staff is composed of Frank L. Sievers, chief, and four specialists—Paul MacMinn, David Segel, Royce E. Brewster, and Walter J. Greenleaf.

Stating it broadly and briefly, the Section serves the cause of guidance and student personnel work by (1)

assisting local and State authorities to initiate or expand services suitable to their needs, (2) cooperating with all interested public and private schools and agencies, (3) serving as a clearing house for information especially adapted to school use, and (4) preparing and issuing professional materials.

The Guidance and Student Person-

nel Section is an overall service for guidance workers who deal with individuals—a national service. Such a service cannot offer individual counseling, but aims to provide assistance to programs which in turn deal with the individual. Persons who request individual assistance are referred to their appropriate local agencies.

Examples of ways in which the Section serves programs include preparation and distribution of printed pamphlets and leaflets pertaining to occupations, guidance programs, bibliographies, lists of guidance officials, testing programs, and so forth. The staff does continuing research on such selected guidance areas as the problem of "drop-outs," financial aids in colleges and universities, building needs for guidance services, and summer and academic-year offerings in colleges and universities.

Every year thousands of letters from all parts of the United States come to the Section, requesting all types of services. Because they follow a general pattern—that is, because the same questions tend to be asked over and over again—the Section has been able to prepare duplicated or

printed materials that will make adequate answers. In these materials, gathered through considerable research, more information can be given than would be possible in a letter.

A few examples of the requests that come in show the variety of information that is sought:

From a guidance director in a junior high school: What are the best types of tests? What are the ideal guidance programs in the junior high schools throughout the country?

From a supervisor of education for veterans: We are organizing a new phase of our program and want information on correlational studies.

From a veteran: Can I get any facts and figures from a State organization about the relationship of superior intelligence to mental disorder?

From a mother: Is there a school for a 13-year-old boy who is mentally normal but rebellious and reluctant to accept discipline?

From another mother: My son is interested in television. What school offers the best course in television announcing, and how much does it cost?

From a college administrator: We will welcome materials to use in giv-

ing guidance to the high school students who visit our campus every year.

From a manufacturers association: We need vocational guidance information, particularly on the junior high school level.

From a school superintendent: What materials can you supply that we can use in our new vocational guidance unit for 10th graders?

From a counselor: Please send me information that I can use to help teen-age girls plan their vocations.

From an elementary teacher: What is the outlook for guidance work in New England, New York, and California? I am working toward a master's degree in guidance and am interested in finding employment in one of those areas.

Standard replies to these letters consist of free pamphlets from these two series: GUIDE LINES, which includes such titles as *Directory of Counselor Trainees and State Testing Programs and Services*; and GUIDANCE LEAFLETS, which includes such titles as *Choosing an Occupation, Medicine as a Career, Buyer, Florist, and Engineering*.

CURRENT RESEARCH

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Effective programs to alleviate the serious shortage of teachers can be developed only on the basis of reliable fundamental data regarding the social, economic, and professional status of teachers at all levels in the profession. During the rest of the fiscal year the Office of Education research project in teacher personnel will do the following:

design and try out a questionnaire concerning the social, economic, and professional status of elementary and secondary school teachers;

plan a questionnaire to collect similar data from college and university professors;

plan an interview procedure to secure data that cannot be elicited by questionnaire; make a compilation of the last 10 years of research in teacher personnel;

plan procedures that will insure a statistically representative sample of all teachers throughout the United States.

College buildings—present status and future needs—is a subject for research that grows out of three major factors: The current backlog of shortages, the increasing number of students who are seeking admission to colleges and universities, and the plans of the various educational institutions for adjusting to the problem.

To measure these factors, the Office, with the assistance of an advisory committee of college officials, is developing a survey instrument. After it has been tested and revised, early this spring, the instrument will be sent to all institutions of higher education in the country.

Meanwhile the Office is acquainting college officials with the scope and purpose of the project, through regional and national organizations concerned with college administration. Cooperative arrangements are being made to provide for the collection of data that may not be readily available in certain types of institutions.

EDUCATIONAL GOLD IN WASHINGTON

THERE'S gold in the hills along the Potomac—or rather in the U. S. Government buildings that top these hills—and the gold is not in bullion, stored out of sight far below ground, but in a wealth of educational materials available now for school and college use.

The variety of these materials is almost unbelievable. Consider the "best-sellers" of Government publications, topped by *Infant Care*, which has sold more than 10 million copies, and including *Your Federal Income Tax* (with its annual spring appeal), *Survival under Atomic Attack*, *Light Frame House Construction*, *Know Your Money*, and *Postage Stamps of the United States, 1847-1955*!

With films, as with publications, the resources of our Government are fabulous. The fact is demonstrated in a new catalog, *U. S. Government Films for Public Educational Use*,* compiled by Seerley Reid, Chief of the Visual Education Service in the Office of Education, with the Assistance of Anita Carpenter and Annie Rose Daugherty. The catalog describes and locates 4,500 separate motion pictures and filmstrips.

In titles, the Government films listed range from the terse "Chisels" to the lengthy and definitive "Dynamic Stability and Control Characteristics of a Cascade-Wing Vertically Rising Airplane Model in Take-offs, Landings, and Hovering Flight." In subjects, the films extend from ACTH to Zoology and treat such a variety of subjects as *Electronics*, *Elephantiasis*, *Ellice Islands*, *Embolism*, *Embryology*, and *Emotions*.

As Chapter I of the catalog explains, the distribution of Government

films is complex: each agency, having produced its films for a particular purpose and audience, uses those distribution methods best calculated to reach this audience and effect this purpose.

Recognizing the complexity, to most film users, of the pattern of distribution, the authors of *U. S. Government Films for Public Educational Use* specify exactly how and where each film may be obtained. The catalog notes, for example, that the film *Realm of the Wild* can be borrowed from the Forest Service, rented from Department of Agriculture film libraries, and purchased from United World Films; and gives the addresses of these various sources.

The Office of Education recognizes the necessary specialization of Government films and the autonomy exercised by individual agencies in the distribution of their particular films to segments of the population and, in certain instances, such as the U. S. Information Agency, to foreign populations. At the same time, the Office believes, indeed knows, that many Government films produced for specific programs also have values and uses in various informal educational groups. With this conviction, it has initiated and followed three courses of action designed to bring Government films to the classroom; in a way, *U. S. Government Films for Educational Use* is a monument to the success of these endeavors. Succinctly, these three achievements have been (1) the cataloging of information about all Government films available to the United States public, (2) effecting the release for public use of films not made for such use, and (3) establishing a mechanism whereby schools, colleges, and others can purchase, at nominal prices, copies of Government films.

There are some who believe there should be a control source for all films of the Federal Government—a single film library to handle the distribution of all 4,500 films so that users would need to write only to this library. Such a proposal, plausible as it may sound, ignores the basic rationale of the Government's use of films (and of other communication materials). Government agencies make films not simply to provide projection materials to schools, colleges, and other public audiences, but to implement certain specific programs that are authorized by Congress and for which funds are provided by Congress. Films are tools to be used toward the achievement of the particular program objectives. Their audience and the means of reaching this audience depend upon the programs of which they are an integral part.

Cataloging

The Office of Education has almost continuously taken the lead in cataloging information about the films of the Government. It prepared and issued, in 1940, a *Directory of U. S. Government Films* and, in 1945, *U. S. Government Motion Pictures and Filmstrips*. Parenthetically, requests still come in for these publications although one has been out of print for 15 years, the other for 10 years. It was in 1950, however, that the Office securely assumed leadership in this field. By direction of the President, all executive agencies were requested to furnish on a continuing basis information about their non-classified films to the Office of Education. (This directive was rescinded in 1954 simply because there was no longer any need for it. Reporting procedures had been established on their own merit). And in 1951, the Office of Education and the Library of Congress entered into a coopera-

*For sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C., at \$1.75 a copy.

tive agreement whereby the Office would furnish specified information about all Government films available for public educational use to the Library, and the Library would print and distribute 3 x 5 catalog cards for these films. The cooperative cataloging service is now firmly established, and Library of Congress cards are available for some 5,000 Government films. These cards provided the basic material for the catalog, *U. S. Government Films for Public Educational Use*, and for a more specialized catalog, *U. S. Government Films for Television*, being prepared by the Office Visual Education Service.

Releasing Films

Some Government agencies produce films for audiences other than the United States public and are either forbidden or reluctant to use their funds to distribute their films to schools and colleges and other educational institutions. Yet many of these could be used profitably in our schools. Such training films of the Armed Forces as "The Basic Principles of Frequency Modulation" have equal usefulness in civilian education.

Likewise, films made for overseas use portraying aspects of American life—the Southwest, for example, in "And Now Miguel"; children using public libraries in "The Impressionable Years"—can and should be shown to United States audiences. In order to make such films available for public educational use, the Office agreed to act as releasing agent and so entered into agreements with the Armed Forces and the U. S. Information Agency. By this service, some 1,000 films not made for United States public use became available to United States education.

Sale of Films

Many schools and colleges and libraries wish to buy prints of Government films for their permanent retention and use. To a large extent, the sale of such films is now handled by United World Films, Inc., New York, under a competitive bid contract awarded by the General Services Administration. Two-thirds of the 4,500 titles in *U. S. Government Films for Public Educational Use* can be purchased from this concern. The Office of Education originated this method

of selling Government films in 1941 as a means of distributing its own training films which by Congressional action were distributed on a sales basis only. Over the years this method has been so successful that today some 20 different agencies are selling their films through the Government's overall contract, and the Office of Education administers this contract under authority delegated by the General Services Administration.

Through these three services—cataloging, releasing, and selling Government films—the Office of Education through the Visual Education Service has uncovered and made available for public use some of the educational materials of our Government. Next come similar services for maps and charts, photographs, facsimiles of famous documents, and other visual teaching materials. Did you know that you can buy a topographic quadrangle map of your community for 20 cents from the Geological Survey? Or an 18-x-22-inch reproduction of the original Declaration of Independence from the National Archives for 50 cents? There's educational gold in Washington for your use.

PRESIDENT'S MESSAGE

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cally the resources needed to cope both with the legacy of shortages from past years and with future needs. Unless these communities get help, they simply cannot provide enough good schools. The best estimates indicate that, on a nationwide basis, the current rate of construction only a little more than meets each year's new enrollment and replacement needs. This rate barely dents the large accumulation of needs from past years.

The rate of classroom construction must be further increased, as the White House Conference on Education asked, by a greater combined effort of local and State governments. And the Conference concluded that

Federal assistance also is necessary. The facts support this conclusion.

THE ADMINISTRATION'S PROPOSALS

A year ago I proposed a Federal program designed to aid the States and communities in overcoming the classroom shortage. The Congress has not yet enacted legislation. In the light of a full year of further experience and study, in the light of congressional hearings and the White House Conference on Education, I now submit a revised and broadened program to meet our pressing classroom needs. I propose—

A program of Federal grants

amounting to \$1,250 million, at a rate of \$250 million annually for 5 years, matched with State funds, to supplement local construction efforts in the neediest school districts.

A program to authorize \$750 million over 5 years for Federal purchase of local school construction bonds when school districts cannot sell them in private markets at reasonable interest rates.

A 5-year program of advances to help provide reserves for bonds issued by State school-financing agencies. These bonds would finance local construction of schools to be rented and eventually owned by the local school systems.

continued on next page

A 5-year, \$20 million program of matching grants to States for planning to help communities and States overcome obstacles to their financing of school construction.

If speedily and fully utilized, this Federal program, added to the increased basic efforts of States and communities, should overcome the Nation's critical classroom shortage within 5 years. Once this shortage is overcome, the Federal-grant program can and must terminate. The States and localities should then go forward, without Federal funds, to meet their current and future needs. Present construction levels indicate their ability to do this.

I am confident the Federal Government with this program can help construct schools without in any way weakening the American tradition that control of education must be kept close to the local communities. Any legislation enacted should embody this principle.

ESSENTIAL PRINCIPLES IN FEDERAL GRANTS

I strongly urge the Congress, in providing grants for school construction, to follow certain principles, which are indispensable if Federal aid is to serve the cause of American education most effectively.

The first broad principle is that Federal grants must not reduce the incentive for State and local efforts—but rather should stimulate an increase in such efforts. If Federal funds are used merely to replace funds which otherwise would or could be provided at State and local levels, there is no net gain of schools for our children. I propose, therefore, that Federal grants be matched by State appropriations. Because many of the State legislatures will not have a session this year, I recommend, in order to speed the program at the outset, that during the first year of the 5-year period the matching of Federal funds may be by either the States or by local school districts. The requirement for

State matching will result in a larger total program of school construction, and will assure active participation of the States in improving laws relating to financing of school construction, as well as sound administration of the program.

Furthermore, I propose a formula to reduce the proportion of Federal funds for those few States which are noticeably lagging, behind their ability, to support their public schools. This feature should act as an incentive for the lagging States to increase their effort.

Another fundamental principle is that Federal funds, under this type of program, should be distributed according to relative need. We must recognize that some States have more financial resources than others. We must recognize that a weakness in education anywhere is a weakness in the Nation as a whole. Federal appropriations will most quickly accomplish the most good if a relatively larger share of Federal funds is distributed where local and State resources are least adequate to meet classroom needs.

I propose that this principle be fulfilled in three ways: First, in distributing Federal funds, larger amounts per school-age child should be allotted to States with lower income per child. Second, in fixing matching requirements, States with lower income should not be required to put up as large a proportion of funds as higher income States. For the Nation as a whole, the total of State matching funds would approximately equal the total of Federal funds. Third, as the States distribute these funds, the highest priority should be given to school districts with the least economic ability to meet their needs.

CREDIT SUPPORT FOR SCHOOL CONSTRUCTION

Some school districts find difficulty in marketing bonds to finance needed school construction. To meet this situation, I again recommend that the Congress authorize Federal purchase

of local school-construction bonds unmarketable except at excessive interest rates.

Some school districts, however, are unable to raise capital funds needed for school construction because of bonding limits. To encourage school construction in these districts, as well as in districts where construction would be speeded by the lease-purchase method, I propose again that Congress authorize advances to the States as a reserve for bonds of State school-financing agencies.

Several States have made marked progress in building schools through State agencies which issue long-term bonds to finance school construction in the districts. The school district leases the new building. Revenue from rents is used by the agencies to retire their bonds. After the bonds have been paid, title to the school is transferred to the local district. The program of Federal support is aimed at helping more States start such school-financing agencies, and thus at helping local districts overcome barriers to building more schools.

The credit support for bonds of communities and State agencies, taken together with the planning grants, should help the States and communities continue their present annual rate of substantial increase in school construction over the next 5 years. The partnership program of Federal grants, matched by the States, should complete the task of building the classrooms that are critically needed.

AID TO FEDERALLY AFFECTED AREAS

In considering the school-construction problem, there is a special, related area which should have the attention of the Congress at this time. The Congress has for some years recognized the responsibility of the Federal Government to aid communities where Federal activities result in excessive burdens on the local school system. Authority to provide Federal funds for school construction in federally affected school districts will

expire next June and should be extended.

EDUCATIONAL RESEARCH

Basic to all endeavors in improving education is a vigorous and far-sighted program of educational research. This has been a sorely neglected field.

Such a program should be comprehensive in its approach, planned on a broad scale and executed thoroughly. In this way, educational research can, among other things, point the way to advances in making life more meaningful to more people and in the more efficient use of manpower and funds for education.

To increase the effectiveness of education, national leadership could well be directed to research in such areas as ways of educating more people to their fullest capacity; staffing and housing the Nation's schools and colleges; educating the retarded child to help him lead a more normal life, and educating the child of special abilities so that he may utilize these abilities more fully; the relationship of schools to juvenile delinquency; educational effects of population mobility; educational needs of low-income families. These studies would be conducted through the Office of Education in cooperation with the Nation's colleges, universities, and State departments of education, thus encouraging and strengthening existing research efforts.

It is imperative that we now give renewed attention and support to this arm of education—to the end that the country may have a sound, factual basis for identifying and analyzing problems and finding solutions. For these research purposes, and also to expand and improve other services, I urge the Congress to provide a major increase in funds for the Office of Education.

EDUCATION BEYOND HIGH SCHOOL

Our vision would be limited if we failed at this time to give special

thought to education beyond the high school. Certain problems exist now in this field, and already we can foresee other needs and problems shaping up in the future.

Shortages now exist in medicine, teaching, nursing, science, engineering, and in other fields of knowledge which require education beyond the level of the secondary school. Changing times and conditions create new opportunities and challenges. There are now possibilities for older persons, properly trained, to lead more productive and rewarding lives. The tide of increasing school enrollment will soon reach higher educational institutions. Within 10 years we may expect 3 students in our colleges and universities for every 2 who are there now.

Higher education is and must remain the responsibility of the States, localities, and private groups and institutions. But to lay before us all the problems of education beyond high school, and to encourage active and systematic attack on them, I shall appoint a distinguished group of educators and citizens to develop this year, through studies and conferences, proposals in this educational field. Through the leadership and counsel of this group, beneficial results can be expected to flow to education and to the Nation, in the years ahead.

TEACHING

In all our efforts for education, in providing adequate schools, research and study, we must never lose sight of

the very heart of education: good teaching itself.

Good teachers do not just happen. They are the product of the highest personal motivation, encouraged and helped in their work by adequate salaries and the respect, support, goodwill of their neighbors. The quality of American teaching has never been better. But the rewards for too many teachers are not commensurate with their work and their role in American life.

It is my earnest hope that, along with progress in other aspects of education, the States and communities will give increasing attention to this taproot of all education—good teachers, and hence good teaching.

CONCLUSION

These several proposals are designed not only to correct current problems but to build for the future. For today's decisions will influence tomorrow's education—and, hence, the welfare of the Nation.

The actions here proposed, I believe, constitute a sound and realistic approach to those educational problems on which the Federal Government should now act. They have a primary reliance on the private initiative which wells from the free spirit of a free people.

With this program, we can lay the basis for better education in America in the years ahead. In this way we keep faith with our children.

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ANNOTATED BIBLIOGRAPHY FOR TEACHERS OF ENGLISH AS A FOREIGN LANGUAGE, by *Robert Lado*. 1955. 224 p. 65 cents. (Bul. 1955, No. 3.)

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STATE POLICIES AND REGULATIONS AFFECTING THE JUNIOR HIGH SCHOOL, by *Grace S. Wright*. 1955. 32 p. 20 cents. (Bul. 1955, No. 12.)

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(Request single copies from the U. S. Office of Education, Washington 25, D. C.)

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